DOCUMENT RESUME

ED 125 683 JC 760 358

AUTHOR Marsh, John P., Ed.; Lamb, Terry, Ed.
TITLE An Introduction to the Part-time Teaching Situation with Particular Emphasis on Its Impact at Napa Community College.
PUB DATE Jun 75
NOTE 46p.; Compiled by the Executive Council of the Napa College Part-time Teachers Association. Not available in hard copy due to marginal legibility of original document

EDRS PRICE MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS Collective Bargaining; College Faculty; Community Colleges; Contracts; *Employment Problems; Fringe Benefits; *Junior Colleges; *Part Time Teachers; *Personnel Policy; Salary Differentials; Teacher Salaries; *Teacher Welfare
IDENTIFIERS California; Napa College

ABSTRACT

Part-time instructors constitute a growing proportion of community college instructors. They receive no fringe benefits or office space, they are not assigned to faculty committees, and they sign quarter-to-quarter contracts which contain no stipulation of job security, even for the quarter contracted. There are three reasons for hiring part-time instructors: (1) Part-time instructors increase the curricular and scheduling flexibility of an institution, (2) Part-time faculty can be employed to teach at one-third or less the cost of full-time faculty, (3) Factionalization of the faculty discourages faculty collective bargaining efforts. However, there are numerous problems inherent in part-time staffing policies: (1) Lack of formal hiring procedures leads to affirmative action inequities and arbitrary firing, (2) Part-time faculty do not often display a long-term commitment to the institution, and do not maintain professional ties, (3) Lack of evaluation and provision for student contact leads to unresponsive teaching, (4) There can be an unhealthy administrative/faculty balance in college governance and low faculty morale. Part-time faculty should be issued some kind of binding contract, should be evaluated and participate in staff development efforts, and should receive pro-rata pay and health and welfare benefits. (Author/NHM)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

ED125683

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

An Introduction to the Part-time Teaching Situation With Particular Emphasis on Its Impact at Napa Community College

Compiled by the Executive Council of the Napa College Part-time Teachers Association

Edited by

John P. Marsh
Terry Lamb

June, 1975

BEST COPY AVAILABLE

JC 760 358

3/1/74

". . . part-time faculty members have not been accepted or accorded a proper degree of partnership in the educational program of the district. It is also true that part-time faculty have shouldered much of the load of delivering educational services. , ."

Thos. W. Fryer, Jr.,
Chancellor, Peralta Community
College District
"Peralta Fact Sheet"

TABLE OF CONTENTS

	Page
1. Introduction to the Introduction	1
2. Extent and Justification of the Use of Part-time Instructors:	
Numbers	3
Aesthetics	6
3. What Constitutes a Part-time Instructor?	12
4. Problems Inherent in Part-time Staffing Policies	17
5. Proposed Changes in Part-time Employment Conditions	30
6. Pro-rata Pay and Health and Welfare Benefits	35

"PERMISSION TO REPRODUCE THIS COPYRIGHTED MATERIAL HAS BEEN GRANTED BY
John P. Marsh &
Terry Lamb
TO ERIC AND ORGANIZATIONS OPERATING UNDER AGREEMENTS WITH THE NATIONAL INSTITUTE OF EDUCATION. FURTHER REPRODUCTION OUTSIDE THE ERIC SYSTEM REQUIRES PERMISSION OF THE COPYRIGHT OWNER."

Copyright Applied For
June, 1975

Introduction to the Introduction

> "Any person who is employed to teach adult or community college classes for not more than 60% of the hours per week considered a full-time assignment for permanent employees having comparable duties. . ."
>
> Definition of a Part-time Instructor
> Ed. Code Section 13337.5

Teachers hired for hourly wages are called "part-time" Instructors at Napa College. These teachers instruct during the day, in the evening school, twilight college, weekend college, summer school and "Adventure College" at Napa College. They work at a variety of locations including the "off-campus" locations at the St. Helena Center and Calistoga Center. They teach the same classes as regular contract instructors. During the winter quarter of 1975 the college employed over 280 part-time instructors including 171 in the credit program and over 50 in the "regular" day program.

For the same work provided, part-time teachers are paid substantially less than on a "pro-rata" full-time salary scale. In addition, they receive no fringe benefits. They are not paid to maintain office hours nor provided with any office space. They are not normally assigned to various faculty committees. They sign quarter-to-quarter contracts which contain no stipulation of job security for that quarter contracted. <u>They comprise 80% of certificated employees at Napa Community College</u>. (Sp. 1975)

This brief study is an attempt to provide information, and a few interpretations as well to people interested in what

is now being called the "part-time problem." This document has been prepared largely by the Executive Council of the Napa College Part-time Teachers Association (formed in fall of 1974) with considerable help from many faculty members, both full and part-time, from a variety of institutions.

We believe that certain serious educational problems have been raised by the rapid growth and utilization of part-time staff at Napa College. We also believe that these problems can be resolved in a way that will benefit the college as a whole and subsequently serve the total educational community.

Whatever the source of the problems now being articulated, a great deal rests upon their solution. What is at stake here is the viability of Napa College as an educational institution, its values, goals and directions.

The Extent and Justification of the Use of Part-Time Instruction

Numbers

The sheer numbers of part-time faculty provoke concern. Their volume and ratios to full-time faculty in many cases are alarming. In Washington State Community Colleges, 2,600 faculty teach full-time. 4,500 faculty teach part-time. At Whatcom Community College in Washington State, over 80% of the faculty were part-time in 1972. (National Education Association) At Lansing Community College in Michigan, about 75% of the faculty are part-time employees and in Florida, at Miami-Dade College, 1000 part-time faculty are employed. Statistics in New York State college systems are alarming. 8,000 part-time faculty teach at S.U.N.Y and 4,000 at C.U.N.Y.

The U.S. Office of Education, in a report entitled "Projections of Educational Statistics, 1973," estimated about 112,000 part-time faculty in use at "Instructor" or above levels. Clearly, no one can doubt that part-time faculty form one of the major categories in the teaching profession.

This prolific use of part-time instructors is not a static situation. The growing utilization of part-time faculty is clearly demonstrated in the California Community College system where there has been an increasing trend toward the hiring of part-timers in lieu of full-timers.

At Monterey Peninsula College, for example, in 1972/73, just over 100 full-timers were employed and about 100 part-timers. By 1975, according to A White Paper on Part-time Teaching at MPC, "100 full-time faculty remained, but now over 300 people teach part-time."

For California as a whole in 1972/73, 9120 Community College faculty taught full-time and 7,078 part-time. But in 1973/74, just one year later, full-timers had increased a total of only 72 positions for the entire state while part-time positions went up over 3,000 to 10,098. (Survey of Instructional Staff, Chancellor's Office, Calif. Community Colleges.) It should be noted that these statistics submitted by the Chancellor's Office only cover teachers in graded classes.

Recent staffing patterns are no more clearly demonstrated than at Napa Community College where in Spring, 1975 about 80% of the instructors are classified as "part-time." (313 part-time, 78 full-time.) The table below, taken from the Accreditation Self Study at Napa College for 1974-75, represents the number of part-time instructors who have been approved by the Board of Trustees for the quarters listed.

	Teach Only Credit Class(es)	Teach Only Non-credit Class(es)	Teach Combination CR/NCR Class(es)	Teach Both CR & NCR Class(es)	TOTALS
Spring 1975	155	142	3	13	313
Winter 1975	171	136	18	1	326
Fall 1974	158	141	1	1	301
Spring 1974	11[illegible]	113		11	243
Winter 1974	138	129			267
Fall 1973	44	123			167
Spring 1973	80	9[illegible]			174
Winter 1973	101	89			190
Fall 1972	45	97		2	144

The recent additions of part-time staff must obviously be correlated with the rise of student populations at Community Colleges throughout this state. The rise is commonly attributed to a variety of factors:

1. A general economic depression which has forced many students to seek inexpensive education at two-year colleges near their homes before transfer to more expensive four-year institutions.

2. The expansion of Community College services to embrace vigorously the concept of a "community" college. This has resulted in the establishing of "extra-normal" programs at various times of the day and at various satellite centers.

3. G.I. Bill educational benefits which have been increasingly activated by returning vets from Vietnam.

4. The emergence of the third-world movements, including the woman's movement, which has encouraged third-world entry and women's re-entry programs.

Figures released by Dean of Students John Tidgewell (Nov. 14, 1974) confirm that student populations have indeed risen at Napa College. Total students enrolled for credit classes for the fall quarter of 1972 were 4,191. By 1973 this figure had risen to 4,660 and by fall quarter 1974 enrollment figures totalled 5,277.

Aesthetics

While the growth in student population at the community college level explains the increased need for staffing, the employment of college teachers on a part-time basis has been attributed to two other major factors: flexibility and economics.

(a) flexibility: Part-time teachers are classified as "temporary." They can be hired and fired at will. This obviously increases staffing "flexibility." The "benefits" of this capability are outlined briefly in Staff Report to the Board of Governors, Feb., 1975:

> "The employment of part-time instructors enables community colleges to respond better to community needs with the financial resources available to them. For example, colleges are requested frequently to provide special programs for a short duration, or they are requested to provide additional sections of classes for a particular semester or quarter. The employment of full-time instructors in such cases may be impractical due to the nature of the teaching assignment. On the other hand, employing part-time instructors enables institutions to meet the community need without entering into a possible long range contract for services which may no longer be required after the immediate need is met."

With extensive part-time staffing available, college "managers" began to envision themselves as artists playing a vast personnel pipe organ. The could push pedals and press keys to blend the latest interests in career education or to vary class sizes. They could, can and do play tunes with employment to accompany faster or slower economic rhythms.

While administrators often say that part-timers themselves want to remain"flexible" and desire to make no long-term committments

to the institutions, as a justification of the flexibility argument, it is also possible that administrators can control who teaches, how much, what, and even in some cases, how. (A more detailed examination of the implications of the "flexibility argument" is contained in the section entitled "Problems.")

(b) economics: Part-time faculty are obviously being utilized for economic reasons beyond that of the argument that omniscient hiring/firing power saves the institution from the negative effects of poor planning. As Thos. W. Fryer, Jr., Chancellor in the Peralta Community College District, has stated:

> "To a considerable extent, the use of part-time faculty has made possible the salary increases granted both full and part-time employees in the recent past, has funded thedistrict's sabbatical leave program and has averted a financial crisis in the district of unmanageable proportions." (Peralta Fact Sheet, Jan. 1975)

(Note: Part-timers support full-timers' benefits and receive none themselves.)

There is an incredible advantage to the district paying teachers on a part-time level rather than on a full-time contract scale, because a part-time faculty can usually be employed to teach at one-third or less the cost of full-time faculty. At present the part-time instructor is being paid one of three ways:

1. Pro-rata pay: Part-time pay is a figured portion of what the individual's full-time pay would be (given experience and credential)
2. Flat-rate: A flat-rate is paid per unit/credit given.
3. Hourly: A flat dollar amount per class-room hour is established. (This is the current practice at Napa College.)

Regardless of the system utilized, the savings in the use of part-time teachers is often considerable. As an illustration of this point, consider the present pay system in use at Napa College.

A full-time English instructor, who might be on Step 8 of the Salary Schedule, would receive $15,558 per year. S/he would probably be teaching 9 classes in the academic year: roughly $1730 per class per quarter. A part-time instructor employed to teach the same English class would receive a maximum of $630, (only if the quarter lasted 12 full weeks sans holidays, and the class represented five contact hours in the classroom per week.)

The savings for one quarter for one class with part-time utilization is $1000!! Moreover, this does not include savings in fringe benefits and support services. Projected over a full year the savings of utilizing part-timers in lieu of one full-timer at Step 8 of the Salary Schedule is almost $10,000; a fact that has not escaped administrators and contributes to the rapid rise in the ratio of part-timers throughout higher educational institutuions.

During the academic year 1973/74, for instance, the large Los Angeles Community College District, which employs 1,600 contract instructors, lost 100 full-time positions due to retirement, death and resignation. None of these were replaced. Instead, their classes were assigned to part-time teachers. The district saved almost one million dollars in instructional salaries. It seems clear that the fact that part-timers cost considerably less goes a long way toward explaining why there are suddenly vast numbers of part-time teachers.

Do not assume that this growing use of part-time teachers is accidental. Todd Furness, in a paper prepared by the American

Council on Education, The Steady State Issues for the Bargaining Agent, proposed a series of methods colleges can use to maintain a mixture of young and old faculty. Prominent among these are various forms of part-time employment.

A memorandum on part-time salary prepared by staff for the Washington State Board for Community College Education, dated Nov. 8, 1972, submerges part-time faculty in their economic function and makes no pretense of educational justification:

> "To a large extent, economic conditions . . . have forced colleges to depend upon the availability of part-time personnel as they sought to spread close-end budgets across an increasing demand for services. As a result, what has been viewed as exploitation of part-time personnel by some, might as easily be termed efficient management of finite resources by others."

(c) bargaining: There might possibly be a third reason for the continual growth and maintenance of a high proportion of temporary employees to full-time contractual employees. Granting that widespread and growing use of part-time faculty is a result of frantic efforts to meet or over-prepare for financial hard-times, the voluminous existence of temporary personnel perhaps now has shifted from a financial strategy to something more.

It is possible, considering the exploding numbers of part-timers and the fact that collective bargaining is now spreading throughout the country to the higher educational levels, the use of temporary

part-time personnel has been maintained and even nurtured as a negotiations tactic. Administrations have strongly centralized their power over a majority of the faculty (the part-timers) by denying them full-professional governance status. Thus, administrations have factionalized the faculty, eroding and debasing faculty unification.

To sum: finding itself in the late '60's and early '70's with the demand to expand community college services to a 16-hour day in the face of possible lean school funding emanating from general economic depression, colleges responded by hiring part-time instructors in lieu of full-time instructors. Not only could a part-time temporary be paid substantially less than a full-time teacher for the same work provided, but they could also be excluded from receiving pay for office hours, committee and governance assignments, preparation time and fringe benefits. In addition, the lack of involvement by part-time teachers in governance of the college coupled with the flexibility in instantaneous hiring and firing centralized a large amount of new power in the hands of administrations and significantly gave community colleges, perhaps for the first time, a feeling of "well-being" efficiency.

The new concern for the part-time situation has emanated from

three sources: the tight job market, the women's movement, and concerned educators.

When the baby boom of the '40's met the economic slump of the 70's, many young career educators (men and women) who wanted full-time employ, were forced to take part-time jobs. For many, the part-time job meant their only source of income. Horror stories abound of young faculty members commuting endless miles to teach part-time at three separate schools for less than $4,000. The plight of these people caused them to question their situation.

As the women's movement gained strength, concern grew that many professionally-trained women and their husbands ought to be able to share careers and family responsibility without sacrificing professional stature. Women's leaders argued as well that a part-timer should be able to remain a part-timer without being treated and paid as a second-class citizen.

Concerned educators, viewing this new situation in higher learning and listening to youth, began to question the total efficacy of these "planned" trends. For the first time, serious questions were raised from all sectors of the educational community regarding the nature and implications of this newly created "cut-rate" educational system.

What Constitutes a Part-time Instructor?

A popular conception of a part-time teacher has been that s/he possessed a full-time job during the day and, through teaching, either picked up a few extra bucks or served the community working in a small evening program. These so-called "moonlighters" existed as two distinct types:

1. Professional instructors who had accepted extra-pay assignments, and
2. Some other "expert" professional who could bring a special service to a particular and infrequent class assignment.

Assignment of office hours, curriculum development, long-term contracts, faculty governance functions, committee assignments and evaluation procedures were considered either redundant or irrelevant. Payment for services, under this conception at a different scale than that of a contracted instructor, was considered "ok," particularly since the employee was not assumed to subsist on this salary.

Both the situation in which part-time teachers are employed and the nature of the part-timer has changed drastically. As part-time instructors have become economically integral to higher educational systems as a means of achieving "flexibility," they have also become an overwhelming numerical majority.

As we have previously indicated, this change is due partly to the phenomenal growth of the so-called "extra-normal" classroom programs. Extended day, weekend, twilight and "Adventure College" programs have expanded at a booming rate. For example, at Napa

College, the number of extended-day credit courses offered in the fall quarters of 1972, '73 and '74 has increased each year by approximately 40%. College services, too, are being expanded to parts of the community not previously being serviced. These new jobs and satellite centers, now an integral part of the community college system in California, are largely being staffed by part-time personnel. It should be stressed, however, that part-timers function in all aspects, phases, locations and times in the community college system.

As a result of the growth in the number of positions and part-time staffing of these positions, the profile of the part-time instructor has changed considerably. In addition to the two "traditional" types of temporary employees already detailed, a number of new types of part-time instructors are now in evidence:

Those seeking full-time employ at the community college level:

a-high school teachers trying to get a foot in the door
b-the part-time "gypsy" who must teach at several institutions in order to obtain a living wage
c-the part-time teacher with another part-time job other than teaching
d-the otherwise unemployed part-time teacher

2. "Sunlighters," or, those seeking to maintain permanent part-time employment at the community college level.

While it is difficult to determine the exact percentage of part-timers who fall into such categories, various aspects of a part-time profile have been compiled at a variety of institutions. It has been determined, for example, that approximately 50% of the part-time instructors at Napa College consider their main source of income to be teaching. (NCPTA Survey, Jan., 1975). Only 17% of these respondants, however, held full-time jobs.

An article in the Chronicle of Higher Education, Jan., 1975, described the two types of part-time teachers at Wesleyan University in 1972. In the article they noted that "sunlighters," because of other interests such as painting, writing and child rearing," did not want full-time status. Interestingly, it was noted that these teachers were accorded fringe benefits on a pro-rated basis.

Other schools have documented aspects of the part-time profile. At Santa Rosa Junior College, about 40% of their part-timers responding to a Feb., 1975 survey, indicated that their sole income was derived from their work at Santa Rosa Junior College. A preliminary survey conducted for the Modern Language Association found that 40% of the part-timers preferred to teach part-time. Another recent survey of women doctorates, conducted by the Educational Testing Service, found that 80% of those who were working part-time preferred that status.

Conclusive profile of the nature of the part-time teacher have yet to be fully compiled. However, there are three basic new assumptions that can now be recognized:

1. Part-time faculty in colleges are not necessarily "temporary" employees.

In 1972, 60% of the part-timers at Bellvue Community College in Washington said that teaching was their sole vocation. At Monterey, 107 of over 300 part-time instructors have taught continuously for six years. Part-time teaching is a vocation by choice or design. Part-time teachers of this new variety are totally committed to their profession as a way of life.

2. Part-time teachers are not necessarily part-time.

Many part-time faculty teach or counsel full-time. Many do this becoming "gypsies" who combine several different jobs at different

schools. More often, part-timers find themselves doing full-time jobs because the problem of definition of a full-time load varies from campus to campus in most states. Part-time status is merely determined by whether one signs a "yellow agreement" rather than a "binding blue contract."

3. Aside from that minority of part-timers who have accepted extra-pay assignments, one common denominator specifically defines all part-time instructors: they exist as "second-class" professionals-highly qualified certificated personnel who are arbitrarily excluded from total professional involvement in their institutions and by design excluded from professional remuneration.

As a further explanation, consider Napa College Board Policy #7700 which defines normal faculty-professional responsibilities. In addition to fulfilling class prep and actual in-class instruction time, these include: counseling and advising, professional growth, office hours, college representation, curriculum development, and institutional research.

Temporary teaching responsibilities at Napa College are quite different. Part-timers are systematically excluded from fulfilling these professional load activities. Through use of a pay system which is based solely on time in the classroom, through exclusion from office hours and space, and through exclusion of instructors from important committee, budget and curriculum decisions, the system has perpetuated a "second class" professional. Part-timers are a professionally disenfranchised majority.

Part-timers feel isolated and discriminated against. As Prof. Cortland P. Auser of Bronx University says, "Many part-timers see their position as one of being continually in limbo; one cannot plan further than one term ahead, for there are few if any yearly contracts. Many see their futures based on the whims of chairmen." Many part-timers complain that the psychological wounds of their

condition are at least as devastating as their economic exploitation.

As they have begun to recognize their second-class status, part-time faculty members at schools all over the country are starting to organize to push for total integration into the professional system which is presently organized to exclude them from fulfilling their tacit professional commitments.. At Napa College, part-time teachers have organized to obtain professional integration. In questionnaire results from Jan., 1975, part-timers expressed an overwhelming desire for integration to full-professional level at Napa College. 80% desired committee assignments. 85% wanted paid orientation meetings. 80% wanted office hours and office space. This information certainly refutes the old notion of the apathetic, non-involved, and uncommitted part-timer.

In addition to the frustrations felt by part-time instructors, serious consequences for higher education exist through the perpetuation of this "cut-rate" education as a dominant model for community and other college systems. The question is raised: can an educational community perform effectively when over 3/4 of its staff are not considered to be institutionally and professionally integral to the system?

Problems Inherent in Part-time Staffing Policies

Part-time staffing policies at Napa College can be shown to negatively affect the student either directly, by reducing the quality of service s/he has a right to expect, or indirectly, by lowering the morale and incentive of the instructors. The college employing great numbers of temporary instructors institutionalizes second-class professionalism by promoting minimal commitment. Consequently the quality of education suffers. The following is an attempt to examine the impact part-time staffing policies have on the educational community at Napa College.

1. Lack of formal hiring procedures: Hiring of part-timers at Napa College is unsystematic and often arbitrary; centralized in the office of an adminstrative dean. The Faculty Senate report (Spring, 1974) states:

> "The methods of selection of part time hourly teachers are not clearly defined as are those of regular contract teachers. In the selection of the latter the department representatives, the division chairmen, the appropriate dean, an affirmative action representative, and representatives from other sections in the school participate in a careful screening process. At the present time various methods of finding and screening part-time teachers are used, and these methods do not seem to be as thorough as those mentioned above although deans and division chairmen sometimes apparently screen candidates as well as they can with limited information on the candidates often being all that is available."

Formal hiring procedures for all instructors is crucial toward the maintenance of quality education. The present system of hiring assumes that part-timers will be short-term employees and will probably only stay as long as there are fifteen bodies in a particular class. Little attempt is made to insure that a particular instructor

will be a valuable asset to the institution over a period of time. That many part-timers have remained on staff and served well for a number of quarters is as much accidental as anything else.

Additionally, since the present arbitrary hiring system avoids the traditional channels, such important steps as the Affirmative Action Committee are bypassed. This committee was set up in response to federal guidelines designed to insure that women and minority group members were given equal opportunity to employment and to spend some time correcting the historical imbalances in the hiring of these neglected groups. Our Accreditation Self-Study uncovered some startling statistics in the profile of the present certificated staff which reveal what happens when hiring practices avoid the Committee.

In fall, 1974, the full-time faculty was 64% male and 36% female. The great majority of these instructors were hired before the implementation of Affirmative Action at Napa, and so the imbalance is understandable. In the same quarter, the three-quarters of the faculty who were part-time exhibited <u>exactly the same imbalance of sexes</u>, 64% male to 36% female. If most of these instructors were on staff before the start of Affirmative Action several years ago, they must certainly be seen as not temporary. If most of these instructors were hired <u>during</u> the existence of the Committee, then the intent the Board's Affirmative Action Policy is being frustrated by its exclusion from the selection process. Not only is it important for the college to pay more than just lip service to Affirmative Action, it is also important to the community at large and to the whole educational process that all types of people be integrated into the institution.

Also, the centralization in one dean or another of the power to hire part-timers assumes that this person will know all the needs of all the different divisions and will be able to determine what is an appropriately qualified applicant in each field of instruction. Since the divisions are barely involved in this hiring activity, the faculties in different areas are frustrated in their efforts to coordinate course offerings and content and to provide for a fair balance of approaches in a particular subject area. Choice of new faculty members is a critical concern in the direction of the college's program and this choice should be returned to the faculty through their departments and divisions.

2. Arbitrary firing practices: Those who have problems in their teaching are given no systematic feedback and have no opportunity to improve their performance before being fired. In fact, present laws allow the school district to terminate the employment of the temporary instructor at any time during the school year without any notice and without any justification. Without "just cause" or due process, the Damoclean sword of potential instantaneous termination keeps the part-timer perpetually insecure. Teaching morale suffers. Communication suffers too since many instructors are afraid to assert anything because of the fear of being fired.

At Napa College, termination is effected quite simply through the non-scheduling of a particular instructor's classes in the next quarter, or through the cancelling of a scheduled class because of class-size requisites. Minimum class-size cancellations are particularly disturbing, since there exist no formal procedures which operate this type of termination. Some quarters, classes "die" with twelve bodies

in them, while in other quarters classes "live" with only five. Instructors are continually wondering "if my class will go this time," not knowing by any set criterion if it is even close.

Accidental termination can also occur when classes are inadvertently left off the schedule. There is some attempt to communicate with instructors in the scheduling and advertisement of classes, but the sheer volume of part-time classes produces many significant errors every quarter. If an instructor does not make the schedule, his/r class has been delivered a death notice.

3. Discouraging professional and long-term commitment: Without professional involvement and long-term commitment on the part of its instructors, the college cannot truly respond to the needs of any of its students. Furthermore, the college cannot expect this commitment unless it provides for and encourages it.

It is extremely difficult for part-time instructors to fulfill their expectations of professional commitment. The college will not pay them or aid them in any other way to fulfill non-classroom duties. A major obstacle to professional involvement is the economic necessity of most part-timers which demands that they seek other employment. A part-timer at Napa is limited to ten paid teaching hours per week and consequently to about $400.00 per month. Even if the individual instructor wanted to volunteer time to professional involvement, s/he is denied office space in which to work.

It is a particularly serious situation when the college inadvertently caters to those part-timers who have low profile commitment to their professional responsibilities. Through minimal compensation based solely on teaching hours, the college demands, and often receives, commitment only during the hours of the teacher's actual presence before the class.

When an institution uses great numbers of temporary instructors for the sake of so-called "flexibility," hiring and firing at will, little concern for the long range goals of the institution is encouraged in large numbers of employees. It is more important, for a part-timer, to make one's class go this quarter than to worry about what may or may not happen to students or to the school next quarter or next year. In this manner, flexibility breeds "cut rate," second-class professionalism. The extent to which this quality permeates the institution depends on the choices made in classifying and supporting instructors.

The flexibility argument in itself is specious. "Flexibility" is often intended to be read as rapid curricular change to accommodate massive fluctuations in student interests and needs. Most full-time instructors are hired for a body of classes in a certain subject area or two, and are usually involved throughout their careers in the development of new classes or the revision of old class outlines to meet the needs of their current students. This sort of flexibility is automatically assumed for the full-timer, but it is just as automatically assumed that the part-timer is so narrow in his/r area of teaching competence that a new instructor must be hired for every new class that is not taught by a full-timer.

In actuality, most present part-timers have either written or rewritten the original course outlines for the variety of different classes they teach quarter to quarter. Particularly since they must be continually responsive to the vagaries of student interest in order to stay on staff, part-timers are substantially more flexible within

themselves than the institution ever gives them credit for.

The great mass of curriculum development at Napa College continues to be present part-time staff moving into new areas of need and interest. An instructor who can only teach one class is not an instructor at all, but rather an expert with a very narrow range of interest and ability.

4. Lack of evaluation procedures: At present, part-timers at Napa College are not evaluated in any systematic way; the only apparent criterion for evaluation is the individual's ability to draw well enough to make the class go. It is imperative that colleges provide opportunity for growth of the individual instructor through the establishment of formal evaluation procedures. Such procedures would also allow greater opportunity for professional communication to be carried out in and would foster a close educational community. Instructors who evaluate and who are evaluated ultimately provide better education for students.

Dean of Instruction John Mehrens and Assistant Dean Paul Ash, who supervise all part-timers, see the need for regular evaluation. Dave Evans, former Faculty Senate president, strongly believes that part-timers should be submitted to the same procedures as full-timers. He also indicated his felt desire that those undergoing and receiving good recommendations from evaluation procedures have some assurance of a position at the college until the next regular evaluation; which might be every two or three years. Marin College already has such a policy which reads:

> "For each temporary employee who is not a short-term (less than one semester) substitute there shall be a formal, written evaluation by the end of his second semester of service and, after that, once every three years of service if he is re-employed. . . .The options and other procedures for evaluation of a second-semester temporary employee shall be those applying to a regular employee."

Part-timers at Napa College would welcome such a system. In a recent survey, 87% indicated that they had never received an evaluation of any kind, and 72% actually requested evaluation for developmental reasons, even though there is no present guarantee of continuance.

5. No provision for professional growth: All faculty recognize the need for professional growth: keeping up in the field and continually refining teaching skills. However, the institution assumes no such growth on the part of the majority of its instructors, the part-timers. There is no encouragement of or provision for contact with other professionals in the field, for the reading of professional journals, for the exploration of texts and new class materials, for the creation of scholarly or artistic works, or for personal participation in advanced course work.

The part-timer, often a long-term temporary, is encouraged by the present system to retain the same level of competence at which s/he was first hired. Assuming that the part-timer is static, the institution is fully prepared to let her/m go whenever the educational winds shift and replace her/m with another part-timer who is considered equally inflexible but who happens to fit the present need. Regardless of their official stance ignoring professional growth, institutions are really aware of the faculty's dependence on this growth to remain vital. Again, the system exploits the committed part-timer and caters to those who do the minimum amount of work. All that seems to matter is the amount of ADA generated.

6. Lack of communication in the educational community: The Napa College Board already recognizes that effective instruction involves contact with students outside the classroom. Board Policy #7700 states:

> "Each faculty member has the responsibility of keeping students informed on requirements of the institution. Students who need curriculum counseling expect and should receive it not only from those faculty members specially designated as counselors, but from any member of the faculty with whom the student has contact."

In addition, Board policy states that:

> "Faculty members shall maintain a reasonable number of office hours each week where they are readily accessible to students for individual consulation outside the classroom."

This accessibility benefits all students, whether their instructors are full or part-time. In addition, professional contact among colleagues on an informal basis is vital to the maintenance of the educational community. The opportunity to exchange ideas, information, and teaching techniques and materials directly benefits students and most frequently occurs in teachers' offices.

Yet, more than three-quarters of the Napa College faculty has no assigned office space, nor are they encouraged to keep office hours. If they choose to do so anyway, and many part-timers do so in whatever place they can find, they receive no compensation for their time. In fact, 79% indicated that they would hold office hours, even without compensation, if space were available to them.

Recognizing this need, several colleges (Merritt, Solano, Santa Rosa, Monterey, etc.) are already providing them some form of office space. Part-time instructors at Napa have asked for office space on several occasions and have been supported in their request by the Faculty Senate. Their requests have been denied, and they have had to rely on the generosity of those with offices who are willing to share their space. The office-space issue is yet another example of the fact that the college has refused to believe that a problem exists, let alone been willing to commit to finding a solution.

As mentioned, part-timers must be urged not only to contact their students but also to communicate with other instructors. According to the Faculty Senate report on part-timers:

> "The hourly part-time teacher has little contact with peers particularly to formulate curriculum, develop courses, help with budget-making, review textbooks and other teaching materials, participate in Faculty Senate decisions and committee work."

Napa College instructor Delores Fischer has detailed a specific instance of this problem:

> "As the only Spanish teacher (full-time) at Napa College, I used to have a knowledge of what was going on. With the hiring of perhaps ten Spanish teachers (part-time,) I am not able to keep in contact with them. I have tried to meet with some during the past three years, and these meetings have been fruitful; but the rapid addition of new courses--both credit and non-credit--has made it impossible for me to keep up. I am particularly concerned with scheduling, course material, and evaluation."

The Accreditation Self-Study supports this concern for communication and the interrelation of courses:

> "The preponderant use of part-time faculty in the Extended Day program tends to reduce the effectiveness of the overall program and does not adequately permit faculty or institutional commitment to curriculum construction, evaluation, coordination and projection."

7. Additional problems in planning and operations: Because inter-faculty communication is minimized, there exist great problems in planning and implementation of plans on the campus of Napa College. 80% of Napa part-timers were not informed of their departmental budget last year. Since part-timers are considered "transients," planning budgets for their classes is extremely difficult. They are not offered year contracts so there is no guarantee that even if they submit a budget they will be around to teach and implement that budget request. How can a class that has no certainty of even being offered be budgeted

a year in advance? And, if the class is not budgeted, how can any materials for the class be purchased? The consequence of this situation is that students of part-time teachers are made to suffer. In fact, the inadequacy of all support services for part-timers further compounds the tendency to provide cut-rate education.

The following problems in textbook ordering are described by Jerry Duncan, Bookstore Manager:

> "Communications and contact with these people (part-timers) has been poor. The reasons are listed below.
> 1. No central location to contact them: no office, phone, office hour, may not even be on this campus, etc.
> 2. Late hiting for a class means either no books and supplies have been planned for this class or I have, according to our adoption policy, ordered the basic adopted textbook for whoever may teach this course. This means the instructor may not have his choice of textbooks for his class if he has not been hired early enough.
> 3. Most part teachers do not know or understand the procedure for adopting class textbooks and supplies. Many assume someone in the department has taken care of this for them."

While no part-timer sits on the Curriculum Committee, the instructional deans have encouraged them to submit course outlines. Most of these outlines are created by instructors who intend to teach the course described. Course development is an assumed part of the full-time job, but part-timers receive no renumeration for all their work in this area beyond the mere chance of actually being able to teach the course if it is approved. Non-credit courses do not go through the same channels as credit courses to get approved. Potential problems of duplication are consequently not necessarily addressed, and system of course coordination and interrelation are bypassed. Further problems in curricula are suggested by the facts that 60% of part-timers indicate that they were not given course outlines for their classes and that 70% said they had never been asked for an outline.

While part-time staffing has resulted in many and varied classes being offered at Napa College, major scheduling problems exist. The general practice of quarter-to-quarter scheduling wreaks havoc on the educational planning of students as well as career planning of instructors. Certainly the institution should be flexible in course offerings, but the great mass of classes can be planned well in advance. (In actuality, many instructors do know in advance what classes they will be teaching in the future, but the information is not made public. The institution prefers to promote the image that it is being totally flexible on all course offerings in every quarter.)

Often problems exist in the "automatic" rescheduling of previous offerings under the heading "Staff." The original instructor may be scheduled to teach something else or may no longer be at the college. If no instructor is found, the class is cancelled and the students who wanted to take it suffer. Scheduling is particularly critical to students at upvalley centers who rely on minimal offerings to fulfill their programs. Ironically, these classes patently have more cancellation potential than other classes. Students who are cancelled out of classes upvalley have particular difficulties shifting into other classes they would desire as alternatives.

Counseling services are presently being taxed inordinately due to the use of part-timers. A statement made by Margo Kennedy, full-time counselor at Napa College, substantiates this:

> "Generally speaking, part-time teachers are not available to advise students regarding course requirements, and career alternatives in their field. This leaves the students without assistance and also taxes the energy and time of other faculty members. When a problem arises for a student in

> a community college class, part-time teachers are generally not available, and hard to contact in order to resolve the problem for a student. . . . I have even noted students who drop their courses in order to resolve the problem due to these conditions." (6/2/75)

A recent request for a substantial increase in counseling services for next year is indicative of the work-load pressure felt by full-time counselors. Increasing their numbers might temporarily reduce this pressure, but the real problem will be in the further institutionalization of the normal function of fully professional instructors into piecemeal specialists. If all the faculty were regularly performing their appropriate duties in this area, the professional counselors would have sufficient time to devote to their primary and specialized functions.

8. Unhealthy adminstrative/faculty balance in college governance: The extensive use of second-class professionals in community college instruction has resulted in the redefinition of traditional college governance. In the case of Napa College, faculty participation in governance has been gradually eroded through the increase in temporary part-time personnel. Matters of curriculum planning, implementation and scheduling, development of budgets, and the hiring and assignment of personnel rest more and more in the hands of administrators or administrative coordinators. The time when all decisions outside of the classroom will be made by a few management personnel, instead of shared throughout the educational community, is not far off. For 80% of the faculty at Napa College it already exists.

9. Low faculty morale: As noted in the recent Accreditation Self-study, full-time faculty at Napa College are experiencing serious morale problems. The morale of part-timers, the disenfranchised majority, is also low. Part-timers are working to become integrated into the educational community but are given little encouragement. At the same time the work loads of full-timers are continuing to increase because of this lack of integration. The use of temporary instructors eliminates part of the professional responsibilities to students and to the college of those so employed, but it does not eliminate the need for these responsibilities to be met.

As the percentage of full-time, full-integrated faculty dwindles, the responsibilities of serving the increased student population and of performing a variety of important non-instructional duties must be shouldered by an ever-decreasing minority of the total faculty. One cannot escape the possibility that the general despair expressed in the Self-study is tied to the insidious development of a second-class of instructors with all of its accompanying side-effects.

Proposed Changes in Part-time Employment Conditions

All the major California teacher organizations and their local chapters on the Napa campus have vigorously supported the abolition of second-class education at the community college level through the establishment of one class of instructors. The California Teachers Association, the California Federation of Teachers, the Faculty Association of California Community Colleges, the Academic Senates of California Community Colleges, and the California Association of Part-time Instructors have all resolved to work for 100% pro-rata pay and responsibilities for part-time instructors. At Napa College, the concern for full involvement of part-timers in college life was first expressed in the Faculty Senate report of last June. This year's activities on behalf of part-timers culminated in the proposals by the Napa College Part-time Teachers Association and the Certificated Employee Council for significant changes in the status and employment conditions of part-timers, which attempt to alleviate the problems detailed above. Each item in the CEC proposals addresses a particular problem or obstacle faced by part-timers and attempts to halt the deterioration of the educational community.

> Whether their classes are offered for credit or not for credit, all certificated teaching personnel shall be included in divisions and in the total structure of the college, including curriculum, budget, and committee responsibilities. (CEC proposal)

Point one in the CEC proposal is obviously an attempt to fully integrate all faculty into the communication and program-coordination structures of the college. The present tendency is to stratify decision-making processes into a series of managers who operate largely separate from the faculty. This practice precludes the

possibility of an educational community. A commitment by the Board of Trustees and the Administration to the ideals of professional integration and participatory governance could help reverse the decline in faculty morale. Those part-timers not interested in involvement in the institution should not be catered to as a majority of the faculty, if involvement is indeed the only educationally sound practice for responsible faculty members.

> Support services shall be made available to all certificated teaching personnel (office space, secretarial help, supplies, etc.). (CEC proposal)

A concerted effort must be made to extend to all faculty the services which support instruction in all classes and allow students an opportunity to consult with each of their instructors outside of the classroom. Discrimination in the distribution of office space not only fosters the second-class status of part-timers, but also discriminates against full-timers and counselors who must carry the burden for 80% of the faculty. The present strain on existing spaces designated for office use should not deter the institution from committing itself to trying to find ways of supporting all instructors in the main business of the college, instruction.

> All Napa College teaching personnel shall be on contract.
> a. Eighty (80) percent or more of the total certificated teaching personnel whether tenured or not and whether full-time or part-time, shall be on contract for the whole school year. No more than 20 percent of the total certificated teaching personnel may be hired for less than one year.
> b. Those certificated teaching personnel hired for less than one year shall have, at a minimum, a one quarter contract.
> c. If a class is cancelled for lack of enrollment, the teacher who had been assigned to that class shall be reassigned for the duration of the quarter to other instructional or instructional support duties. Such duties shall be agreed upon by the instructor and the Dean of Instruction.
> d. No contract may be terminated without informing the instructor of the specific reasons for such termination. Due process shall be available to all certificated teaching

personnel, and any terminations shall be subject to review by the Professional Relations Committee. (CEC proposal)

a. The issuance of even part-time contracts for 80% of the faculty will alleviate escalating problems in planning in the areas of budget, scheduling, bookstore and library purchase, and student course programming. Most important, it will guarantee a long-term commitment to the institution on the part of the great majority of instructors. This much needed stability, coupled with professional integration, will produce a saving in proposed expenditures for new coordinators, counselors, and deans. Even part-time instructors, assured of a year's employment, will be encouraged to participate more fully in course planning and preparation, professional growth, and student contact.

The maximum 20% of the faculty who would be on minimum one-quarter contracts should provide the institution with more than enough flexibility to utilize either outside experts in special programs or others who have minimal commitments to the institution for whatever reason, as well as full-timers in extra-pay assignments. A higher percentage of personnel in this category is not only unnecessary for the quarterly fluctuations in course offerings, but will continue the destruction of the educational community.

Presently, the institution, contending that part-timers are transient, actually fosters the transiency it derides by excluding committed instructors and tacitly approving uncommitted ones. Year contracts reward commitment and benefit the entire college. The notion that contracting removes flexibility is a myth. Even tenured faculty can be released when there is an actual decline in particular programs. And the student population does not change so rapidly quarter to quarter that a large overnight change in faculty is necessary to

accomodate the radically different needs of the community.

b. More precise criteria need to be established for the scheduling and continuance of classes in all locations. Presently, an instructor may prepare for two months for a particular class (if s/he knows that far in advance that it will be offered) and will receive no remuneration for this work, if the class is cancelled. The situation encourages the instructor to do minimal preparation until there is some certainty of class continuance. S/he can hardly afford to do otherwise, though all committed instructors try to. They take all the risks, and the college reaps all the benefits.

c. A contract is a contract. The institution cannot ask commitment from the instructor if it is not willing to make some commitment in return. Board policy #7700 recognizes the need for institutional research. And occasional use of instructors in special projects in program planning is already useful to the institution. A fuller and more creative use of all instructors in these areas of instructional support could also help reduce the need for larger managerial staffs that are booming at the college.

d. Due process prevents arbitrary firing and promotes professional evaluation and improvement of all faculty.

> For each certificated teacher, the total contract salary shall be divided by the number of pay periods within the term of the contract, and such amount shall be distributed to the employee in equal portions during the term of the contract. (CEC proposal)

The present pay structure for part-timers considers only work done to the 20th day of the previous month, and pays on the 15th day of the following month. Twice this year part-timers have been seriously inconvenienced by this practice. In the Fall we were not paid until two months after the start of the quarter, because the first official working day was after September 20. All who were depending on a check

in October were told to wait until November 15. Many part-timers depend on a constant monthly income to survive, and some had to borrow money for the month because of the lack of responsiveness of the bureaucratic system. (Part-timers had not even been warned in advance that there would be no October checks.) Again, in February part-timers were paid for only two weeks in January and thus received only half of what they expected for the month.

Salary payments should be regularized, so that part-timers can plan their budgets accordingly. In fact, Education Code section 13521 stipulates that "teachers employed for less than full time . . . in a day or evening community college . . . shall be paid on or before the 10th day of the succeeding calendar month for services performed during the prceeding calendar month." (Emphasis supplied.) We feel that all part-timers should be paid no later than the tenth day of the month for the whole preeeding calendar month, regardless of the basis on which they are paid.

Pro-rata pay and health and welfare benefits

There is no systematic difference between the great majority of classes taught by part-time instructors and those taught by full-timers except the rate of pay. We believe in equal pay for equal work. We believe that there is no rational justification, regardless of tenure status, for the lack of direct relationship between the part-time and the full-time pay schedules. Regardless of the location of the room in which a class is held, regardless of whether the sun is up or down, an instructor is an instructor is an instructor. And all instructors should be compensated on the same basis.

As noted earlier, ASCCC, FACCC, CFT, CTA, and CAPI have all strongly endorsed pro-rata pay for part-timers. And several community colleges have pro-rata formulae already (Marin, Yuba, and Foothill, for example), but the majority of institutions pay part-timers on an hourly basis. Even without pro-rata pay at most of the Northern California community colleges, Napa is still far behind other schools in its compensation of part-timers. Napa is called a "poor district" and teachers are told not to expect as much money as the teachers in "rich districts" get. However, even if we were to accept the notion that Napa's pay schedule must be lower than that of other schools, there is still no reason for the internal discrimination against part-timers shown by comparative salaries. Several recent surveys of pay schedules reveal one of the many inequities in the present compensation of Napa's part-timers. The CTA has documented the fact that the maximum salary a full-timer at Napa can earn is $20,052, which is 7.4% less than the Northern California average ($21,540). Napa College maximum part-time pay at $10.50/hour is an amazing 41% below the Northern California average of $14.82. (California Agency

for Research in Education, and other sources) As a matter of fact, even "fully employed" part-timers at Napa (ten class hours) qualify for welfare, food stamps, and Medi-Cal, and a number have already availed themselves of these services because of their low pay.

There has never been an easy or precise way to calculate the actual labors of an instructor for which s/he is to be paid. The number of hours in the classroom is a finite and identifiable quantity, like punching a time clock, and has been chosen by most colleges as the basis of their part-time pay schedules. However, to pay an instructor by the hour only for his/r physical presence before a class redefines for the worse what an instructor is and what s/he does. The "hourly" system recognizes only the tip of the iceberg in education, and in doing so, it constantly erodes the base. Class preparation, correction of tests, advising of students, and all continuing professional growth are ignored and abused.

> The philosophy of paying a teacher by the hour is questionable. To measure by the hour the work involved in the complexities of teaching is literally to debase education. No full time teacher can feel happy about the fact that his colleagues are underpaid, deprived of professional opportunities and representation, deprived of fringe benefits and normal sick leave. (Faculty Senate, June 74)

The CEC salary proposal for certificated staff, 1975-76, attempts to establish the only equitable system for remuneration of part-timers at Napa College: "Pro-rata salary and pro-rata health and welfare benefits shall be extended to all certificated employees, part-time as well as full-time."

What is pro-rata pay? A pro-rata system is one in which an instructor with less than a full-time job is given a proportional amount of the salary due a full-time instructor in the appropriate

step on the salary schedule according to the relative load of the part-timer. Pro-rata is firmly grounded in the concept of equal pay for equal work.

A part-timer is one who works 60% or less of the load of a full-time instructor with comparable duties. But what is a full-time load? Board policy #7700 recognizes that a normal load for a full-time instructor is 15 class hours per week and that the instructor will work an additional two hours outside of class in preparation for every hour in class. (His/r class-related time, then, is assumed to be 45 hours per week, according to this policy.) Also, the full-timer is responsible for approximately 15 more hours per week in a variety of activities such as office, committee, counseling, and other extra-instructional duties. The weekly total would seem to be 60 hours: 15 in-class plus 30 outside preparation plus 15 extra-instructional. Actually, the policy notes that a full-timer probably puts in 48 or more hours in fulfillment of his contract responsibilities. (There may be some overlap between "outside preparation" and "extra-instructional" duties.)

In a 100% pro-rata system and assuming that 15 class hours/week is full-time, a part-time instructor teaching one five-hour class with all the proportional associated responsibilities would be given one-third the pay of his/r step on the salary schedule for doing one-third the work of full-time (5/15 equals 1/3). Pro-rata is not this simple, however, since there is no universal agreement on the exact computational method of relating part-time to full-time and on the need for professional integration of part-timers in addition to their class loads.

There are at least four pro-rata formulae for relating part-time to full-time load that are relevant for Napa College,

15-hour theory: The assumption that five hours in class per week is one-third of a full-time load has already been mentioned. A recent Napa College part-time faculty load study by Dean Mehrens used this assumption and computed full-time equivalencies for part-timers by relating their hours in class to the 15 hours suggested for full-timers by Board policy. Several faculty organizations and some other colleges also subscribe to this theory. However, there is a problem with this method of computation (as there is with every pro-rata formula), in that it assumes pro-rated extra-instructional responsibilities for part-timers when these may not actually exist. To adjust for a situation in which part-timers are not fully integrated, such colleges as Marin give part-timers 80% pro-rata pay, making the assumption that extra-instructional duties are 20% of the full-time instructor's load.

30-hour theory: A second method of computation, espoused by Napa College President George Clark, relates a part-timer's hours in class to a 30-hour full-time work week. According to this theory, full-timers work 15 hours in class and 15 hours in extra-instructional duties, and are therefore paid for 30 hours of work. Accordingly, one five-hour class is considered to be one-sixth of a load, instead of one-third, since five is one-sixth of 30. Further, this argument allows a part-timer up to 18 hours per week in class, since 18 is 60% of 30. The theory that one can teach 18 hours and still be considered part-time is so obviously indefensible that the general practice at Napa is to limit part-timers to ten hours (with a few exceptions). It is hoped that ten hours can more rationally be assumed to be near the 60%

cut-off. (Other colleges, like Solano, have also recognized this 60% problem and, rather than risking litigation, have limited their part-timers to nine hours per week, since nine is 60% of 15.)

The inherent problem with the 30-hour theory is that it assumes that an hour of class is equal to an hour in extra-instructional duties. The theory suggests that only half of an instructor's job is teaching and that the other half is spent in office hours and committee meetings. In reality, class hours and extra-instructional hours are not equal, especially since one class hour actually represents three hours of work (one in-class and two outside).

60-hour theory: A third way of relating part-time to full-time that has gained some support among faculty at Napa College assumes that the full-time load is the 60 hours implied by Board policy #7700. An instructor teaching one five-hour class and having no extra-instructional duties is still assumed to be working the typical two hours of class preparation for every hour in class. His/r 15 hours of work on this class is then computed to be one-fourth of a load, since 15 is one-fourth of 60. This method contains the understanding that an instructor's primary responsibilities are to teaching and takes into account class preparation as part of that job. Extra-instructional duties are considered to be no more than one-quarter of the job (15/60 equals 1/4). (At Marin, they are only 20%.)

Finally, under this 60-hour system an instructor with one five-hour class (15 hours of class-related work) and with pro-rated institutional responsibilities would have an additional five hours per week of extra-instructional duties. His/r work week would then be 20 hours. His/r pro-rata pay would be one-third, since 20 is one-third of 60.

One major problem with this particular theory, as with the previous two, is the assumption that 15 hours in class is really the standard load for full-timers. At Napa College the official assumption is 15 hours, but the actual practice for the average full-timer is 17 or 18 hours in class. Some teach well over 20 hours. The corresponding work weeks of these instructors probably go far beyond either the 48-hour or 60-hour assumptions of Board policy. An instructor with one five-hour class cannot be considered one-third, and maybe not even one-fourth, of these full-timers, if all the other assumptions about in-class hours, preparation hours, and extra-instructional hours are accurate. On the other hand, it may be erroneous to try to relate to these full-time loads as normal. There are a variety of load-equalization practices for full-timers at Napa, although few of these are coherent and systematic. The actual loads of individual part-timers are at least as varied as those of full-timers, and trying to relate the standard part-timer to the standard full-timer is a totally academic exercise, since these types simply do not exist.

Comparable load theory: A fourth method of computing pro-rata is implied in a bill in the state legislature authored by Senator John Dunlap. The bill is an attempt to define more precisely what a part-time community college instructor is, as well as to eliminate the present practice of exploiting part-timers through their continual classification as "temporary." The assignment of a part-timer is described as "60 percent or less of the normal teaching load considered to be a full-time assignment for employees who have similar duties in the discipline, subject matter, department, or division of the college in which the employee is employed." If a pro-rata system were created with this basis for relative loads, the part-timer's hours in class would be

related to the hours in class of full-timers in his/r particular area. (The relation might also be made by units.) A part-time History instructor would only be related to full-time History or Social Science instructors; a nursing part-timer would be related to full-time nursing or Health Occupations instructors.

There are at least two possible drawbacks to "comparable load." This system would probably require continual management by the divisions to establish full-time loads and part-time equivalencies. It might also interrupt a trend at Napa over the last few years toward equating all teaching hours. (ADA only considers time, not subject matter.) If the divisions are strengthened by the inclusion of part-timers and their full professional integration, the added work of comparative-load computations should be easily absorbed. But the problem of the balancing of instructors' loads across the whole institutions has no such simple solution.

With due consideration for the problems mentioned for each of these computational methods, we recommend the adoption of a pro-rata system based on the Comparable Load Theory. (We assume that this will include pro-rated health and welfare benefits, so that health services will finally be available to the lowest paid instructors.) We feel that this is the fairest system to all instructors of the ones mentioned as possible models for pro-rata at Napa College. We trust that efforts will be made to provide equitable load adjustments among all faculty and strongly urge that new policies to implement these recommendations be established immediately.

Our proposal for pro-rata pay is not simply a request for more

money. We feel that the Board of Trustees must commit itself to pro-rata on principle. The college should not only allow, but demand, involvement of its instructors and should relate all pay schedules to the same standards. On the question of more money for part-timers, we are often told that the college is so dependent on low pay to 80% of their faculty that any pro-rata formula would break the district. However, our feeling is that when the institution becomes fully committed to the concept of pro-rata, it can adjust its priorities to accommodate this concept.

The college will also have to take more care in program planning, course scheduling, and the use of part-timers. Some increase in class size might be necessary, along with cutbacks in programs that are already marginal and only exist because of the use of cut-rate educators. Pro-rata pay and responsibilities might mean a reduction in the total number of part-timers, but it will largely eliminate those who are uncommitted to the institution and provide fair compensation to those who are committed.

We believe in pro-rata. We believe in relating all instructors to the same standards of employment and compensation. We feel that there must be only one class of instructors and that the Board must act on its responsibility to instructors as well as to students and community to insure professional integration of all faculty.

UNIVERSITY OF CALIF.
LOS ANGELES

JUL 30 1976

CLEARINGHOUSE FOR
JUNIOR COLLEGES